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Educational philosophy and planning in the Delaware Department of Public Instruction must be conducive to broadly based adult and continuing education, especially for the large proportion of Delaware adults who are undereducated and disadvantaged. Local school district responsibility should include budgeting, staffing, promotion, and program planning. Program planning and promotion should entail such steps as selling the concept of adult and continuing education to educators, administrators, school boards, teachers, and the legislature; promoting adult basic education; improving outreach by extensive use of mass media; better coordination of existing Federally supported programs; inservice teacher training in adult basic education; insistence on professional training for educators of disadvantaged adult students; cooperative efforts to serve migrants and seasonal agricultural workers; and multiple adult education service centers using programed instruction and specialized teaching. (Statistics on state population, public school enrollments, and adult educational background are included.) (ly)

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ORGANIZATION FOR SERVICE IN ADULT AND CONTINUING EDUCATION

A POSITION PAPER
PRESENTED AT THE IN-SERVICE WORKSHOP
FOR
STATE DEPARTMENT OF PUBLIC INSTRUCTION PERSONNEL
JANUARY 23, 24, 1969

RUTH M. LAWS, Ed.D.

DELAWARE DEPARTMENT OF PUBLIC INSTRUCTION
DIVISION OF
ADULT AND CONTINUING EDUCATION

AC 004 017

ORGANIZATION FOR SERVICE
IN ADULT AND CONTINUING EDUCATION

Ruth M. Laws

In a democratic society an uninformed ignorant adult is more dangerous than an ignorant child. This is a fact of life which the developers of American education failed to foresee.

Our program theme is, "Education in a Free Society". In the developing years of this nation the builders of the daring experiment in self-government perceived the relationship between freedom and education. This perception was reiterated by Jefferson in his observation, "If a nation expects to be free and ignorant --- it expects what never was and never will be".

Madison, likewise, echoed this concept of the role of education in a democracy in his utterance of 1782, "A popular government without popular information ---- is but a prologue to a farce, or a tragedy, or both. Knowledge will forever govern ignorance and a people who mean to be their own governors must arm themselves with the power that knowledge gives".

An implementation of this philosophy produced what we believe to be the world's greatest system of free public schools. We assumed the Herculean task of educating "all the children of all the people", but we forgot the people.

However successful our efforts to educate all the children, we now are faced with a new situation. The education of the child alone, is not sufficient to meet the needs of present day America. Powerful forms of social change now converging make it crystal clear that a nation or state, which makes its entire investment in the child, imperils its chance of ultimate survival.

It is the adult, not the child, who makes the decisions for a self-governing society. In order to cope with the problems that confront us, we must equip the adult with the latest facts and the wisest information. We can no longer assume that we educate the child once and for all. The pace of change is too rapid, even if we were reaching all the children. But we are not educating all the children.

Today, 32,000 Delawareans between 16 and 60 who live below the poverty income level look about themselves at the squalor and misery which surrounds them. They feel like strangers who are afraid in a world they did not make. They are enslaved by the chains of poverty and often by ignorance. The Delaware State Planning Office and the Employment Security Service report the above statistics in the Cooperative Area Manpower Planning System (CAMPS) State Plan as the target population of undereducated, deprived and unemployed individuals who the cooperating agencies must serve immediately.

In 1960 there were 245,692 adults in Delaware 25 years of age and older. Of that number, 48,217, or one out of five, had less than elementary education and 38,159 had completed eight grades of schooling. That makes a total of 86,376 persons who had never had advantage of high school education. Of that total, 4,330 had never attended school. In 1960, 139,190 individuals or more than half, of the population 25 years of age and over, had less than high school education. Within the total figure of 139,190, there were 52,814 adults who completed 1, 2 or 3 years, but less than total high school education. This was the picture according to the United States Census report in 1960 for those persons over 25 years of age needing compensatory education.

The State has grown in total population from 446,292 in 1960 to approximately 539,000 in 1968; a 21 per cent increase. Of the total 1968 population, there were 155,966 adults 16 years of age and over, or 29 per cent of the total population who had less than twelve years of schooling. This same figure of 155,966 represents 46.2 per cent of the 1968 adult population, 16 years of age and over. This means that almost one-half of the 1968 adult population did not complete high school.

The foregoing statistics have been provided to show the scope and size of the problem faced by Delaware in terms of need for compensatory education. This, of course, is only a part of adult education, but a crucial part which should take priority. Your divisions, as well as ours, have a stake in the lives of 155,966 adults who need additional education to overcome their handicaps. The State social services many of these adults are requiring have an economic bearing on all of us. They, likewise, have an influence on the social and economic climate of the State. Our freedoms are entwined with theirs.

Several basic questions need to be answered: (1) what total state educational philosophy needs to be adopted in relation to service and commitment to the education of nearly three out of ten of our total population and nearly one out of two of the adult population? (2) what local district commitment, planning, budgeting and staffing are required? (3) what type of promotional effort is indicated? (4) what structure of programing is needed in order to gain massive outreach and an effective attack on the problems of undereducated adults? (5) what type of funding is required? (6) what type of public and private cooperation and participation are essential to success? The Adult and Continuing Education Division, through intensive staff deliberation and study, is taking a position on each of these questions.

State Department Philosophy

There is a need for a philosophy of education consistent with our staff organization and positions which would change our terminology so that we begin to think, to plan and talk about K through lifelong education instead of K through 12. There is a need for total commitment to service for the undereducated and

illiterate adult. There is a need for sensitivity training on an in-service level, for many of us, in understanding and working with disadvantaged adults. At every level we are required to involve parents and work with them in Title I programs and other programs, and many of us have little background for working with either adults or the disadvantaged. We must understand that it cost more to educate the disadvantaged adult than for regular school programs, but in the long run it is less costly than the other social and rehabilitative costs to society if education does not make the expenditure. Further, in the long run it pays as the contributing individual pays taxes and services to society. This has been proven by a variety of programs for the disadvantaged. A perfect example of the payoff from investments in education of adults is the GI Bill, which is reported to have returned at least $10.00 for every dollar invested.

This commitment must involve state and local funding as well as Federal funding. These programs are required for those whom education has not well served. Regardless of the reason, this population is a measure of the effectiveness of the educational establishment. Many of them never had a real chance and others need a second or third chance. Out of the total population to be served we are currently reaching about 2,500 a year in basic education, adult high school and Manpower Development and Training programs, with substantially no state and local funding for programs below the eighth grade level. We have a long ways to go.

There is a need for the promotion of programs in general cultural information, Civil Defense Education, occupational and recreational education and programs for aging throughout the State as a means of serving the general adult population.

Local School District Commitment

Local school districts have a responsibility to plan for community wide adult education in terms of budgeting, staffing, promotion and programing to meet the needs of their total population.

The Adult Division recommends that in every local school district, with a population of 20,000 people, a minimum of one full-time adult education director with a full-time secretary be appointed. This recommendation is based on national standards developed by the National Advisory Committee on Adult Education.

Program Promotion

A major challenge facing adult education is the task of selling the concept of adult and continuing education to the public. A first step is selling it to the educators, administrators, school boards and teachers, the next step is selling

the concept to the legislature. A third step is selling the idea of meaningful programs of basic education which educate the individual for better health, better citizenship, family life, safety and employment while providing for communication skills. A fourth step is building promotion and improving the outreach of programs. It is recommended that every school district establish and utilize a local advisory committee, with membership of adult learners to assist with promotion of programs. Intensive use of mass media is indicated as a means of providing outreach. Inter-agency communication and cooperation is implied between the school and the agencies serving the target population.

A statewide conference on adult education is recommended as a means of orientation and promotion of adult education programs, especially compensatory programs in all districts throughout the State.

What kind of programing is needed in order to make a maximum impact on an undereducated population of 155,966 adults? A major challenge facing adult education for disadvantaged individuals is keeping instruction in the hands of professional educators. There is a growing climate of opinion which says that anyone can teach disadvantaged adults, and that professional training is not required to do the job. There are 28 Federal programs that have Adult Basic Education components and the United States Office of Education is only one of ten Federal agencies charged with the administration of the 28 programs, and at state level the same kind of proliferation is going on. The National Advisory Committee on Adult Education urges that these programs be brought into closer cooperation with respect to uniform procedures and common objectives. Coordination of services in adult education is a responsibility of the educational establishment.

A part of the sound and fury that anyone can educate the adult illiterate and the adult in general, has minimized interest in professional training of adult educators. University teacher education programs have not considered adult education courses as a part of their requirement, even though practically every Federal program including Title I, ESEA is requiring involvement of parents in compensatory education. We have assumed, no doubt, that the methods and procedures are the same in working with children and adults, or more probably we have not taken seriously the responsibility for educating adults through these programs. The Adult Education Division is working currently with the Dean of the School of Education, University of Delaware and his nominee, Dr. Roy Allen, to have Dr. Allen participate in a two week, Federally funded intensive workshop on Adult Basic Education to be conducted at the University of Chicago, March 10 through 18, 1969, in order to promote the development of programs at the University of Delaware.

In addition, we have submitted a proposal for funding in-service teacher training programs in Adult Basic Education through Educational Television. The first extension course in general adult education has just been completed during the last semester at the University.

There is a need for experimentation and innovation in adult education. Traditional methods of instruction will not work. Adults need less formality with emphasis on absolute essentials and immediate rewards. Adults do not have the time to do things as usual. They have to have hope. They have to be motivated by success where there has been failure, and that success must be felt in ways other than progress in a given academic skill, such as learning to read better. It must be associated with gaining employment or better employment. It must be associated with better opportunities for family and an improved role in community life, as well as, a new image of themselves. A kind of sensitization which is related to the conditions of the adult is a must for the adult educator. A knowledge of the absolute essentials in the adult world must be the basis for decision making in curriculum development, unless we are dealing with cultural courses for the middle class adult. A major goal of Basic Education is upward mobility through preparing qualified individuals for the equivalency examination and adult high school education, both of which focus on a higher level of living.

In organizing to meet the target population demand we propose multiple adult education service centers for basic education, adult high school and equivalency preparation through programed instruction and specialized instruction. We project educational television series for equivalency preparation, such as a "Sunrise Semester" or "Evening Armchair Program", accompanied with regularly monthly scheduled equivalency examinations to facilitate more rapid upward mobility. We propose multiple skill centers with Manpower Development and Training courses to service the communities of over 20,000 population with short-term occupational courses to meet employment demands of the area. Dover is specified as the first downstate area for such a program. This program should be related to the Adult Basic Education Service Center which should be closely allied with business and industry to provide on-the-job training. Adult Basic Education programs should accelerate their service to industry and business to help individuals move upward in the employment scale. Civil Defense and Family Survival instruction should be integral parts of all adult education programs. A Federal proposal is pending for funding the development of Educational Television programs for adult learners in the area of social living skills, which would broaden outreach and promote recruitment.

In the implementation of adult programs for the foreign born, instruction in citizenship should be enriched through maximum involvement of the foreign born in governmental and community affairs.

The Adult Education Division must take responsibility for developing a cooperative relationship in promoting functional adult education programs for migrants and seasonal agricultural workers. Mobile units are recommended with special radio and television programs beamed directly to the migrant camps on a rotating basis. Instruction in health and sanitation, simple food preparation, child care and money management are priorities for programing.

The Adult Education staff has worked together diligently in making an assessment of the problems we face. We have dreamed together, planned together and set goals. With staff vacancies in existence we are beginning to implement some of these goals. Others are fairly long-range but some are closer than we think. The National Advisory Committee and National Association of Public School Adult Education (NAPSAE) project that there will be Federal Aid for Basic Education through the 12th grade level within the next five years and Federal Aid for equivalency instruction in even less time. The social scene demands it. As of July 1, 1969, the Adult Education Act provides for instruction in Adult Basic Education beginning with sixteen years of age instead of eighteen years of age. Adult Education through Federal promotion is coming out of its shell.

Adult Education is a social imperative. The safety, well being and security of the society depends upon it. Realistic planning must be initiated for funding the compensatory programs as a part of the regular school district budgets. The adults must be brought into the school situation or programs must be taken to them, depending upon which method produces results.

Economically, it is in the interest of all the people that we educate every possible individual to be a functioning, contributing, self-supporting citizen who can face life with dignity, and return to the economy personal taxes which compensate for the cost of his training, rather than to survive as a receiver of taxes on welfare, or operate far below his potential.

Morally, it is just and right for education to serve as the key which unlocks the doors to a free society. In the words of the late Senator Robert F. Kennedy, "Some look at things as they exist and wonder why. I look at things that never were and ask why not".

paj
January, 1969

DELAWARE
YEARS OF SCHOOL COMPLETED BY PERSONS
25 YEARS OLD AND OVER [1]

1960

YEARS OF SCHOOL COMPLETED		DELAWARE RESIDENTS
None		4,330
1 - 4		11,965
	0 - 4	16,295
5 - 6		17,276
7		14,646
	0 - 7	48,217
8		38,159
	0 - 8	86,376
9 - 11		52,814
	0 - 11	139,190
12		61,330
	0 - 12	200,520
College 1 - 3		20,409
	College 0 to 1 - 3	220,929
College 4 or more		24,763
Total 25 years and over		245,692

1. United States Census - 1960, Page 9 - 46

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TOTAL POPULATION DISTRIBUTION FOR DELAWARE RESIDENTS BY AGE GROUPINGS

1967

Age Groups	Population	Number
Under 5	11.1	58,432
5 - 19	32.6	171,611
20 - 29	13.4	70,539
30 - 39	12.15	63,959
40 - 64	23.85	125,550
65 & over	6.9	36,323
Total	100%	526,414

STATE OF DELAWARE POPULATION CHANGE

1950 - 1969

Year	Population	Per Cent
1950	318,085	
1960	446,292	40%
1967	526,414	18%
1968-1969	538,000 - 540,000	2%

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A COMPARISON OF
STATE OF DELAWARE POPULATION DISTRIBUTION
BY AGE GROUPS [1]

1960 and 1967

Age Groups	White		Non-White	
	1960 Per cent	1967 Per cent	1960 Per cent	1967 Per cent
Under 5	10.1	9.4	16.2	12.8
5 - 19	27.1	29.7	30.7	35.5
20 - 29	17.9	14.0	12.5	12.8
30 - 39	15.4	12.6	13.4	11.7
40 - 64	21.8	26.2	21.7	21.5
65 & over	5.3	8.1	5.5	5.7
Total	100%	100%	100%	100%
	384,327	449,512	61,965	76,902
Median Age	28.3	26.5	23.7	20.4

1. Delaware State Planning Office, Delaware's Population, A Summary Report of the Special Census. February, 1968.

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EDUCATIONAL ATTAINMENT OF DELAWARE RESIDENTS WITH LESS THAN (12) GRADES OF EDUCATION

I. Population - 1968 Delaware population as reported by Delaware State Planning Office 539,000.

II. 1960 U.S. Census Report for persons 25 years of age or older.

Number	Education
16,295	0 - 4
70,081	5 - 8
52,814	Some high school (1, 2, or 3 years)
139,190	

The above figures (139,190) do not reflect the adult population 17-24 years of age. The Delaware State Planning Office estimated there are some 5,400 persons in this group who have not completed high school.

III. Elementary, Secondary School Enrollment* - 1967-68 - 1968-69.

	1967-68	1968-69
Public	115,579	124,666
Non-Public	19,548	12,214
Total	135,127	143,880

(Research Division, Department of Public Instruction)

* - Secondary school enrollment grades 9 thru 12 public day school 1968-69 - total 34,690

IV. Number of Delaware School age dropouts (age 14-17) (grades 9 thru 12) as reported from the following sources. (5 year period).

A. Department of Public Instruction
Delaware Employment Security Commission
Delaware Department of Health Services
Delaware Commission on Children and Youth

B.

YEAR	MONTHS	TOTAL
1968	September thru November (3 months)	397
	Projection for remainder of year	1588
1967-68		1461
1966-67		1349
1965-66		1200

B. (continued)

YEAR	MONTHS	TOTAL
1964-65		1275
1963-64		1289
1962-63		1102
1961-62		938
1960-61		777

Yearly average total of Delaware School age dropouts over an 8 year period (1960-68) based on reports covering an 8 year span. Total number of Delaware High School dropouts, age 14-17 years, 1960-68= 11,376.

NOTE: Reports from Department of Public Instruction and the Employment Security Commission overlap; duplicate report figures are not used herein.

Delaware Department of Health Services reports include live births, married and un-married, ages 14 through 19. School ages pregancies for the city of Wilmington are regarded as classified information and not available.

Reports from study by Delaware Commission on Children and Youth is complete for year 1963-64.

No reports are available in-state or out-of-state transients dropouts who have not registered with a state reporting source.

V. Estimated number of persons in Delaware who have not completed public school education (elementary thru high school).

Total	Education Completed	Age Group	Reporting Source
16,295	0 - 4	25 & older	University of Delaware Urban Affairs and U. S. Census
70,081	5 - 8	25 & older	University of Delaware Urban Affairs and U. S. Census
52,814	9, 10 or 11	25 & older	University of Delaware Urban Affairs
5,400	9, 10 or 11	16 - 24	Delaware State Planning Office

V. (continued)

Total	Education Completed	Age Group	Reporting Source
11,376	8 - 11	16 - 24	Department of Public Instruction Employment Commission Health Services Commission on Children and Youth
155,966			

VI. Percentage of Delaware population who have not completed public school education (all categories) - 29%

Percentage of secondary school dropouts 1968-69 - 4.4%
Exclusive of exceptions in "IV NOTE".

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DELAWARE

DAY
ELEMENTARY, SECONDARY SCHOOL ENROLLMENT [1]

1967 - 1969

School	Year 1967-68	1968-69
Public	115,579	124,666
Non-Public	19,548	19,214
Total	135,127	143,880

1. Research Office, Delaware Department of Public Instruction

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